

Message Text

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ACTION MMO-04

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CEA-01 CIAE-00 COME-00 FRB-01 INR-10 NSAE-00
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TO SECSTATE WASHDC 9383
INFO RUEHDT/USMISSION USUN NEW YORK 861
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AMEMBASSY PARIS
AMEMBASSY ROME
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PARIS-UNESCO. ROME-FODAG. VIENNA-IAEA, UNIDO.

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TAGS: ECRP, UNDP, EAID, PE
SUBJ: CERP 008 - EVALUATION UN ASSISTANCE PROGRAMS

REF: STATE A-2507

1. MISSION EVALUATION OF UN ASSISTANCE PROGRAMS IN PERU
APPEARS BELOW UTILIZING FORMAT SUGGESTED REFERENCED AIRGRAM.
MISSION NOTES THAT UNDP OFFICE IN PERU HAS BEEN HELPFUL IN
SUPPLYING CNFORMATION REQUESTED.

2. IMPORTANCE OF UN TECHNICAL ASSISTANCE TO PERU'S TOTAL
DEVELOPMENT EFFORT.
THE UNDP PROGRAM IS QUITE SMALL WHEN COMPARED WITH TOTAL
INVESTMENT IN PERU, WHICH MAY BE CONSIDERED AS A BENCHMARK
STATISTIC. THE PROGRAM IS ALSO SMALL WHEN COMPARED WITH ALL
EXTERNAL ASSISTANCE, BOTH GRANT AND CONCESSIONAL LOAN ASSIS-
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TANCE. HOWEVER, THE UNDP IS A SIGNIFICANT SOURCE OF EXTERNAL
TECHNICAL ASSISTANCE FOR PERU, PROVIDING APPROXIMATELY 11.8 PERCENT
ACCORDING TO THE LATEST REPORT ON FOREIGN ASSISTANCE PREPARED BY
THE GOP'S NATIONAL PLANNING INSTITUTE INP (SEE 76 LIMA'S 10912).
THE UNDP'S COUNTRY PROGRAM REFLECTS THE PRIORITIES ESTABLISHED
BY THE GOP, THROUGH THE INP, RATHER THAN AN INDEPENDENT POSITION
SET BY THE UNDP. THE UNDP'S COUNTRY PROGRAM DOCUMENT (CP) IS

THE PRODUCT OF CLOSE COOPERATION BETWEEN THE UNDP AND THE INP. OBVIOUSLY THE GOP ALLOCATES CERTAIN FIELDS AND AREAS TO THE UN AND THEREFORE, THE UNDP'S PROGRAM DOES NOT NECESSARILY MIRROR THE OVERALL DEVELOPMENT OBJECTIVES AND PRIORITIES OF THE GOP. THE MOST OBVIOUS EXAMPLES OF UNIQUE UNDP CONTRIBUTIONS ARE THE NUCLEAR ENERGY PROJECT AND THE FOREIGN TRADE PROJECT.

3. PROJECT IMPLEMENTATION. A SUBSTANTIAL AMOUNT OF TIME ELAPSES FROM THE MOMENT A PROJECT IS IDENTIFIED UNTIL IT IS UNDER FULL IMPLEMENTATION DUE TO THE COMPLEXITY OF THE UN SYSTEM AND TO THE BUREAUCRACY OF THE GOP AGENCIES. ONCE A PROJECT IS IN THE IMPLEMENTATION STAGE THE LOCAL UNDP OFFICE REPORTS THAT DELAYS ARE NOT A SIGNIFICANT PROBLEM. THE MAJOR PORTION OF THE GOP'S PROJECT CONTRIBUTIONS ARE IN FORM OF COUNTERPART PERSONNEL AND PHYSICAL FACILITIES. ONLY A SMALL FRACTION IS MADE IN THE FORM OF LOCAL CURRENCY CONTRIBUTIONS. WE HAVE NOT DETECTED SIGNIFICANT DEFICIENCIES IN UNDP PROGRAM EXECUTION. THERE ARE OBVIOUS DELAYS ORIGINATING FROM THE ATTEMPT TO OPERATE MULTI-YEAR PROJECTS ON THE BASIS OF YEAR-BY-YEAR FUNDING ALD ALSO DUE TO FACTORS OUTSIDE THE CONTROL OF THE LOCAL UNDP OFFICE.

4. PROJECT EVALUATION. THE LOCAL UNDP OFFICE CONSIDERS THE TRIPARTITE REVIEW SYSTEM AS A USEFUL TOOL AND NOT MERELY AS A FORMAL EXERCISE. TRIPARTITE REVIEWS ENABLE TO MAKE PERIODIC CHECKS ON THE DEVELOPMENT OF A PROJECT PARTICULARLY IN REGARD TO FULFILLMENT OF PROJECT OBJECTIVES AND ON THE COHERENCE BETWEEN UNCLASSIFIED

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ACTIVITIES CARRIED OUT AND THE OUTPUTS PRODUCED. PROGRESS REPORTS PREPARED BY PROJECT MANAGERS ARE NORMALLY PRESENTED EVERY SIX MONTHS AND SERVE, AMONG OTHER PURPOSES, AS A MAIN REFERENCE FOR THE TRIPARTITE REVIEW. EACH EXPERT IN A PROJECT IS ALSO EXPECTED TO PRESENT TECHNICAL REPORTS WITH SOME PERIODICITY. FINALLY THE AGENCY TERMINAL REPORT IS THE DOCUMENT PRESENTED BY THE UNDP AND THE RELEVANT COUNTERPART AGENCY TO THE GOVERNMENT. THE LOCAL UNDP OFFICE REPORTS THAT "OUR EXPERIENCE IS THAT THE FINDINGS CONTAINED IN THIS DOCUMENT ARE VERY WELL SCRUTINIZED BY THE CORRESPONDENT SECTOR, ALTHOUGH IT OCCURS THAT THE GOVERNMENT COUNTERPART INSTITUTION IS NOT ALWAYS IN FULL AGREEMENT."

5. EXAMINATION OF UNDP PROJECT PROPOSALS. ALTHOUGH NO SYSTEMATIC, REGULAR PROCESS EXISTS WHEREBY USAID/PERU REVIEWS UNDP PROPOSALS, THE AID MISSION DIRECTOR DOES MAINTAIN CLOSE TIES WITH THE UNDP PERU COUNTRY RES. REP. AND PERIODICALLY PROPOSED UNDP PROJECTS ARE DISCUSSED IN FRANK, INFORMAL MANNER. ACCORDINGLY, THE DRAFT UNDP COUNTRY PROGRAM FOR PERU FOR PERIOD 1977-1981 WAS FORWARDED TO MISSION OVER A YEAR AGO FOR REVIEW AND COMMENTS. THE MISSION DIRECTOR PROVIDED HIS COMMENTS ON THE DRAFT PLAN TO THE RES. REP. AS IS DISCUSSED BELOW ALL GOP ENTITIES SEEKING TECHNICAL ASSISTANCE MUST CHANNEL REQUESTS THROUGH THE INP

WHICH IS CHARGED BY LAW WITH ASSIGNMENT OF PRIORITY TO VARIOUS PROJECTS.

6. COUNTRY PROGRAMMING. THE UNDP'S COUNTRY PROGRAM (CP) FOR PERU FOR 1977-1981 WAS APPROVED IN JANUARY 1977 BY THE UNDP GOVERNING COUNCIL. HOWEVER, ITS ORIGINS DATE BACK AT LEAST A YEAR EARLIER, TO A TIME WHEN THE PRIORITIES REFLECTED IN THE CP WERE NOT NECESSARILY THE SAME AS THEY ARE AT PRESENT. THEREFORE THE UNDP INITIATED A STUDY OF THE PRESENT CP. MOST LIKELY THIS EXERCISE WILL RESULT IN A REDUCTION OF THE PRESENTLY-EXECUTED PROJECTS (APPROXIMATELY 30) AND A CONCENTRATION OF SCARCE RESOURCES INTO FEWER AND MORE INTEGRATED PROJECTS. THE FEELINGS OF LOCAL RES. REP. IS THAT UNDP ACTIVITIES HAVE BEEN TOO DISPERSE TO PERMIT CAREFUL MONITORING AND THE IMPACT OF TOO SCATTERED AND UNCLASSIFIED

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SMALL PROJECTS LESS THAN DESIRED AND POSSIBLE. AS REPORTED BY LOCAL UNDP, THE "FINANCIAL CRISIS" DURING LATE 1975 AND 1976 HAD AT LEAST FOR A SHORT PERIOD A VERY NEGATIVE EFFECT ON THE PROGRAM AS A WHOLE AND ALSO CONTRIBUTED TO SOME EXTENT TO QUESTION THE CREDIBILITY OF THE UNDP IN PERU. HOWEVER, IN RETROSPECT, IT ALSO PERMITTED A "CLEANING UP". THE NECESSITY CUTTING BACK THE CP DRASTICALLY ALLOWED FOR A THOROUGHGOING EVALUATION OF THE ONGOING PROJECTS WHICH IN SOME CASES RESULTED IN THE ELIMINATION OF WHOLE PROJECTS AND IN OTHER CASES IN A REDUCTION OF LESS IMPORTANT COMPONENTS. FROM AN ADMINISTRATIVE POINT OF VIEW, THE CRISIS HIGHLIGHTED THE IMPORTANCE OF AN IMPROVED FINANCIAL MONITORING OF THE PROJECTS AND MORE EFFICIENT ADMINISTRATIVE ROUTINES AND PROCEDURES NOT ONLY AT HEADQUARTERS' LEVEL, BUT ALSO IN THE LOCAL UNDP OFFICE, SOMETHING THAT IS BEING CARRIED THROUGH IN THE LIMA OFFICE. AT LOCAL LEVEL, THE CP AND ITS MANAGEMENT HAS BEEN CONSOLIDATED AS A RESULT OF THE "CRISIS".

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7. PERFORMANCE OF THE UN SYSTEM. THE RES. REP. COORDINATES THOSE UNDP ACTIVITIES AND OTHER UN SYSTEM TECHNICAL ASSISTANCE WHICH ARE EITHER PARTIALLY OR FULLY FINANCED BY UNDP FUNDS. THE RES. REP. IS KEPT INFORMED REGARDING ACTIVITIES OF ALL SPECIALIZED AGENCY PROJECTS BUT HE DOES NOT HAVE ABSOLUTE CONTROL OVER THOSE NOT FINANCED BY UNDP. RELATIONS BETWEEN RES. REP. AND GOP HAVE GENERALLY BEEN GOOD, BUT THERE HAS BEEN SOME TENSION AS RES. REP. HAS HAD TO CURTAIL PROGRAM TO COMPLY WITH BUDGETARY CUTS. THERE APPEARS TO BE LITTLE DIRECT COORDINATION OR COMPLEMENTARITY BETWEEN IBRD AND UNDP UNDERTAKING DUE TO A NUMBER OF REASONS INCLUDING THE FACT THAT THE IBRD DOES NOT HAVE A REPRESENTATIVE IN PERU AND LOAN PROJECTS PRESENTED FOR IBRD CONSIDERATION HAVE TO BE IN FAIRLY FINAL DESIGN AND FEASIBILITY STAGE RATHER THAN IN EARLY AND PRELIMINARY FORM.

8. COORDINATION OF ALL EXTERNAL ASSISTANCE. ALL MULTILATERAL AND BILATERAL TECHNICAL ASSISTANCE TO PERU IS COORDINATED TO A GREATER OR LESSER DEGREE BY THE NATIONAL PLANNING INSTITUTE
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(INP). ALL GOP ENTITIES SEEKING TECHNICAL ASSISTANCE AND ALL EXTERNAL DONORS Duplicating TECHNICAL ASSISTANCE INCLUDING SCHOLARSHIPS ARE REQUIRED TO CHANNEL DOCUMENTATION, REQUESTS, ETC., THROUGH THE INP WHICH IS CHARGED WITH ASSIGNING PRIORITY TO THE VARIOUS PROJECTS. IN THIS WAY THE INP THEORETICALLY EXERCISES CONTROL OVER ALL TECHNICAL ASSISTANCE PROVIDED PERU; HOWEVER IN ACTUAL PRACTICE IT USUALLY FUNCTIONS MORE AS REVIEWER OR CLEARING HOUSE FOR TECHNICAL ASSISTANCE PROJECTS. THE UNDP HAS PROVIDED SOME ASSISTANCE TO THE INP RE COORDINATING TECHNICAL ASSISTANCE, HOWEVER THE GOP HAS DISCOURAGED FURTHER EFFORTS OF THE UNDP TO PLAY A LEADERSHIP ROLE IN COORDINATING AND EVALUATING SUCH ASSISTANCE. IN THE SPECIFIC CASE OF UNDP PROJECTS, ONCE THE COUNTRY PROGRAM IS APPROVED INDIVIDUAL PROJECTS DO NOT NEED FURTHER FOREIGN OFFICE APPROVAL; THE INP HAS BEEN DELEGATED POWER TO APPROVE UNDP PROJECTS; THIS DIFFERS FROM THE MECHANISM APPLIED TO BILATERAL DONORS.

9. WOMEN IN DEVELOPMENT. THE CONCEPT OF FULL EQUALITY AND PARTNERSHIP OF WOMEN IN THE DEVELOPMENT PROCESS STATED REFTEL APPEARS TO MISS THE POINT THAT THE MAJORITY OF WOMEN IN COUNTRY SUCH AS PERU ARE EMPLOYED IN AN ECONOMIC SENSE AS MUCH AS AND PERHAPS MORE THAN MEN. IN THE AGRICULTURAL AND ARTISAN SECTORS THEY ARE RESPONSIBLE FOR GARDEN, ANIMAL CARE, AND ARTISAN WORK. THE BATTLE FOR EQUALITY OF WOMEN AS SEEN BY WOMEN IN PERU TURNS ON LEGAL MEASURES AND JURIDICAL CONCEPTS WHICH DISCRIMINATE AGAINST AND DISADVANTAGE WOMEN. IN PERU WOMEN ARE GENERALLY EXCLUDED FROM "DECISION MAKING" BUT NOT FROM "EXPERT" CAPACITIES OR ROLES. MOST UNDP PROJECTS ARE NEUTRAL WITH RESPECT TO WOMEN IN DEVELOPMENT. HOWEVER UNDP HAS GIVEN ATTENTION TO RECRUITMENT OF WOMEN EXPERTS AND TO THE IMPACT OF PROGRAMS ON WOMEN.

10. UNDP HAS GIVEN US A BUDGETARY PROJECTION COVERING THE UN PROGRAM IN PERU FOR THE PERIOD 1978-1981. ALTHOUGH NEW PROJECTS

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PROJECTION NOT WHOLLY AGREED UPON BY INP, THE INFORMATION IS USEFUL FOR PURPOSE OF COORDINATION AND ALSO PROVIDES SOME BASIC DATA ON UN PROGRAM AT PRESENT. PRESENT STATUS UN PROGRAM 1978-1981 IN PERU IS AS FOLLOWS (IN THOUSANDS) OF U.S. DOLLARS:

	1978	1979	1980	1981
APPROVED PROJECTS	1,640	1,825	926	308
POSSIBLE INCREASES IN ALLOTMENTS				
TO APPROVED PROJECTS	211	710	290	103
NEW PROJECTS PIPELINE	432	1,096	1,627	1,132

THE APPROVED (EXISTING) PROJECTS BY RESPECTIVE UN EXECUTING AGENCY ARE AS FOLLOWS: FAO (4 PROJECTS), UNIDO (2 PROJECTS), UNESCO (1 PROJECT), ILO (3 PROJECTS), UN/TCO (5 PROJECTS), WHO (1 PROJECT), UNCTAD (1 PROJECT), IAEA (1 PROJECT), ICAO (1 PROJECT) AND GOP EXECUTION (1 PROJECT). THE NEW PROJECTS PIPELINE CONSISTS OF THE FOLLOWING: UNDP (2 PROJECTS), FAO (1 PROJECT), UNESCO (2 PROJECTS), UNIDO (2 PROJECTS), WHO (2 PROJECTS), UN/TCO (1 PROJECT), AND ITU (1 PROJECT). THESE ELEVEN NEW PROJECTS WOULD INVOLVE PROJECTED EXPENDITURE OF \$4.3 MILLION, I.E. APPROXIMATELY \$390 THOUSAND PER PROJECT, DURING THE PERIOD 1978-1981.

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Message Attributes

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Review Withdrawn Fields: n/a
SAS ID: 3246413
Secure: OPEN
Status: NATIVE
Subject: CERP 008 - EVALUATION UN ASSISTANCE PROGRAMS
TAGS: ECRP, EAID, PORG, PE, UNDP
To: STATE
Type: TE
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